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OMB Number: 3235-0045
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Page 1 o	f * 29	WASHING	EXCHANGE COMMIS GTON, D.C. 20549 orm 19b-4		File No.* S	SR - 2014 - * 023 mendments *)
Filing by Financial Industry Regulatory Authority						
Pursuant to Rule 19b-4 under the Securities Exchange Act of 1934						
Initial *	Amendment *	Withdrawal	Section 19(b)(2) *	Section	on 19(b)(3)(A) *	Section 19(b)(3)(B) *
Pilot	Extension of Time Period for Commission Action	Date Eynires *		19b-4(f) 19b-4(f) 19b-4(f)	)(2) 19b-4(f)(5)	
	of proposed change pursuan 806(e)(1) *	Section 806(e)(2) *	ing, and Settlement Act	of 2010	Security-Based Swap to the Securities Exch Section 3C(b)(2)	-
Exhibit 2 Sent As Paper Document  Exhibit 3 Sent As Paper Document  Exhibit 3 Sent As Paper Document						
Provide a brief description of the action (limit 250 characters, required when Initial is checked *).  Proposed Rule Change to Adopt FINRA Rule 2121 (Fair Prices and Commissions), Supplementary Material .01 (Mark-Up Policy) and Supplementary Material .02 (Additional Mark-Up Policy For Transactions in Debt Securities, Except Municipal Securities) in the Consolidated FINRA Rulebook						
Contact Information  Provide the name, telephone number, and e-mail address of the person on the staff of the self-regulatory organization prepared to respond to questions and comments on the action.						
First N	ame * Andrew	* Andrew		Last Name * Madar		
Title *	Assistant General	Counsel				
E-mail * Andrew.Madar@finra.org						
Telephone * (202) 728-8056 Fax (202) 728-8264						
Signature  Pursuant to the requirements of the Securities Exchange Act of 1934,  has duly caused this filing to be signed on its behalf by the undersigned thereunto duly authorized.						
Date By	05/09/2014 Stephanie M. Dumont	Policy				
(Name *)  NOTE: Clicking the button at right will digitally sign and lock this form. A digital signature is as legally binding as a physical signature, and once signed, this form cannot be changed.						

#### SECURITIES AND EXCHANGE COMMISSION WASHINGTON, D.C. 20549 For complete Form 19b-4 instructions please refer to the EFFS website. The self-regulatory organization must provide all required information, presented in a Form 19b-4 Information \* clear and comprehensible manner, to enable the public to provide meaningful comment on the proposal and for the Commission to determine whether the proposal Remove is consistent with the Act and applicable rules and regulations under the Act. The Notice section of this Form 19b-4 must comply with the guidelines for publication Exhibit 1 - Notice of Proposed Rule Change \* in the Federal Register as well as any requirements for electronic filing as published by the Commission (if applicable). The Office of the Federal Register (OFR) offers guidance on Federal Register publication requirements in the Federal Register Add Remove View Document Drafting Handbook, October 1998 Revision. For example, all references to the federal securities laws must include the corresponding cite to the United States Code in a footnote. All references to SEC rules must include the corresponding cite to the Code of Federal Regulations in a footnote. All references to Securities Exchange Act Releases must include the release number, release date, Federal Register cite, Federal Register date, and corresponding file number (e.g., SR-[SRO] -xx-xx). A material failure to comply with these guidelines will result in the proposed rule change being deemed not properly filed. See also Rule 0-3 under the Act (17 CFR 240.0-3) The Notice section of this Form 19b-4 must comply with the guidelines for publication **Exhibit 1A- Notice of Proposed Rule** in the Federal Register as well as any requirements for electronic filing as published Change, Security-Based Swap Submission, by the Commission (if applicable). The Office of the Federal Register (OFR) offers or Advance Notice by Clearing Agencies \* guidance on Federal Register publication requirements in the Federal Register Document Drafting Handbook, October 1998 Revision. For example, all references to the federal securities laws must include the corresponding cite to the United States Code in a footnote. All references to SEC rules must include the corresponding cite to the Code of Federal Regulations in a footnote. All references to Securities Exchange Act Releases must include the release number, release date, Federal Register cite, Federal Register date, and corresponding file number (e.g., SR-[SRO] -xx-xx). A material failure to comply with these guidelines will result in the proposed rule change, security-based swap submission, or advance notice being deemed not properly filed. See also Rule 0-3 under the Act (17 CFR 240.0-3) Exhibit 2 - Notices, Written Comments, Copies of notices, written comments, transcripts, other communications. If such Transcripts, Other Communications documents cannot be filed electronically in accordance with Instruction F, they shall be filed in accordance with Instruction G. Remove View Add Exhibit Sent As Paper Document П Exhibit 3 - Form, Report, or Questionnaire Copies of any form, report, or questionnaire that the self-regulatory organization proposes to use to help implement or operate the proposed rule change, or that is Add Remove View referred to by the proposed rule change. Exhibit Sent As Paper Document The full text shall be marked, in any convenient manner, to indicate additions to and **Exhibit 4 - Marked Copies** deletions from the immediately preceding filing. The purpose of Exhibit 4 is to permit Add Remove View the staff to identify immediately the changes made from the text of the rule with which it has been working. **Exhibit 5 - Proposed Rule Text** The self-regulatory organization may choose to attach as Exhibit 5 proposed changes to rule text in place of providing it in Item I and which may otherwise be more easily readable if provided separately from Form 19b-4. Exhibit 5 shall be considered part Add Remove View of the proposed rule change. If the self-regulatory organization is amending only part of the text of a lengthy **Partial Amendment** proposed rule change, it may, with the Commission's permission, file only those portions of the text of the proposed rule change in which changes are being made if the filing (i.e. partial amendment) is clearly understandable on its face. Such partial

amendment shall be clearly identified and marked to show deletions and additions.

#### 1. <u>Text of the Proposed Rule Change</u>

(a) Pursuant to the provisions of Section 19(b)(1) of the Securities Exchange Act of 1934 ("Act"), <sup>1</sup> Financial Industry Regulatory Authority, Inc. ("FINRA") is filing with the Securities and Exchange Commission ("SEC" or "Commission") a proposed rule change to adopt current NASD Rule 2440 and Interpretive Material ("IM") 2440-1 and IM-2440-2 as FINRA Rule 2121 (Fair Prices and Commissions), Supplementary Material .01 (Mark-Up Policy) and Supplementary Material .02 (Additional Mark-Up Policy For Transactions in Debt Securities, Except Municipal Securities) without any substantive changes. FINRA also proposes to update references and cross-references within Supplementary Material .01 and .02, and in other FINRA rules accordingly.<sup>2</sup>

Below is the text of the proposed rule change. Proposed new language is underlined; proposed deletions are in brackets.

\* \* \* \* \*

Text of Proposed New FINRA Rules (Marked to Show Changes from NASD Rule 2440, IM-2440-1 and IM-2440-2; NASD Rule 2440, IM-2440-1 and IM-2440-2 to be Deleted in their Entirety)

\* \* \* \* \*

#### 2000. DUTIES AND CONFLICTS

\* \* \* \* \*

#### 2100. TRANSACTIONS WITH CUSTOMERS

<sup>&</sup>lt;sup>1</sup> 15 U.S.C. 78s(b)(1).

The text of FINRA Rule 3170, which contains a cross-reference to NASD Rule 2440 that will be updated as part of this proposal, was approved by the SEC on December 23, 2013 (see Securities Exchange Act Release No. 71179 (December 23, 2013); 78 FR 79542 (December 30, 2013) (Order Approving SR-FINRA-2013-025). The effective date for this rule is December 1, 2014.

\* \* \* \* \*

2120. Commissions, Mark Ups and Charges

[2440.] 2121. Fair Prices and Commissions

No Change.

#### • • • Supplementary Material: -----

#### [IM-2440-1.] .01 Mark-Up Policy

The question of fair mark-ups or spreads is one which has been raised from the earliest days of the National Association of Securities Dealers ("Association"). No definitive answer can be given and no interpretation can be all-inclusive for the obvious reason that what might be considered fair in one transaction could be unfair in another transaction because of different circumstances. In 1943, the Association's Board adopted what has become known as the "5% Policy" to be applied to transactions executed for customers. It was based upon studies demonstrating that the large majority of customer transactions were effected at a mark-up of 5% or less. The Policy has been reviewed by the Board of Governors on numerous occasions and each time the Board has reaffirmed the philosophy expressed in 1943. Pursuant thereto, and in accordance with Article VII, Section 1(a)(ii) of the By-Laws, the Board [has] adopted the following interpretation.

[under Rule 2440.]

It shall be deemed a violation of Rule [2110] 2010 and Rule [2440] 2121 for a member to enter into any transaction with a customer in any security at any price not reasonably related to the current market price of the security or to charge a commission which is not reasonable.

(a) through (d) No Change.

\* \* \* \* \*

### [IM-2440-2.] <u>.02</u> Additional Mark-Up Policy For Transactions in Debt Securities, Except Municipal Securities<sup>1</sup>

#### (a) Scope

[(1) IM-2440-1] <u>Supplementary Material .01 to Rule 2121</u> applies to debt securities transactions, and this [IM-2440-2] <u>Supplementary Material .02</u> supplements the guidance provided in [IM-2440-1] <u>Supplementary Material .01</u>.

#### (b) Prevailing Market Price

- (1) A dealer that is acting in a principal capacity in a transaction with a customer and is charging a mark-up or mark-down must mark-up or mark-down the transaction from the prevailing market price. Presumptively for purposes of this [IM-2440-2] <u>Supplementary Material .02</u>, the prevailing market price for a debt security is established by referring to the dealer's contemporaneous cost as incurred, or contemporaneous proceeds as obtained, consistent with [NASD] <u>FINRA</u> pricing rules. (See, e.g., Rule [2320] <u>5310</u>).
  - (2) through (6) No Change.
- (7) Finally, if information concerning the prevailing market price of the subject security cannot be obtained by applying any of the above factors, [NASD] <u>FINRA</u> or its members may consider as a factor in assessing the prevailing market price of a debt security the prices or yields derived from economic models (e.g., discounted cash flow models) that take into account measures such as credit quality, interest rates, industry sector, time to maturity, call provisions and any other embedded options, coupon rate, and face value; and consider all applicable

pricing terms and conventions (e.g., coupon frequency and accrual methods). Such models currently may be in use by bond dealers or may be specifically developed by regulators for surveillance purposes.

- (8) No Change.
- (9) "Customer," for purposes of Rule [2440] <u>2121</u>, [IM-2440-1] Supplementary Material .01 to Rule 2121 and this [IM-2440-2] Supplementary Material .02, shall not include a qualified institutional buyer ("QIB") as defined in Rule 144A under the Securities Act of 1933 that is purchasing or selling a noninvestment grade debt security when the dealer has determined, after considering the factors set forth in [IM-2310-3] Rule 2111(b), that the QIB has the capacity to evaluate independently the investment risk and in fact is exercising independent judgment in deciding to enter into the transaction. For purposes of Rule [2440] 2121, [IM-2440-1] Supplementary Material .01 to Rule 2121 and this [IM-2440-2] Supplementary Material .02, "non-investment grade debt security" means a debt security that: (i) if rated by only one nationally recognized statistical rating organization ("NRSRO"), is rated lower than one of the four highest generic rating categories; (ii) if rated by more than one NRSRO, is rated lower than one of the four highest generic rating categories by any of the NRSROs; or (iii) if unrated, either was analyzed as a non-investment grade debt security by the dealer and the dealer retains credit evaluation documentation and demonstrates to [NASD] <u>FINRA</u> (using credit evaluation or other demonstrable criteria) that the credit quality of the security is, in fact, equivalent to a non-investment grade debt

security, or was initially offered and sold and continues to be offered and sold pursuant to an exemption from registration under the Securities Act of 1933.

#### (c) "Similar" Securities

- (1) No Change.
- (2) The degree to which a security is "similar," as that term is used in this [IM-2440-2] <u>Supplementary Material .02</u>, to the subject security may be determined by factors that include but are not limited to the following:
  - (A) through (D) No Change.
- (3) No Change.

-----

No Change.

\* \* \* \* \*

# 3000. SUPERVISION AND RESPONSIBILITIES RELATING TO ASSOCIATED PERSONS

#### 3100. SUPERVISORY RESPONSIBILITIES

\* \* \* \* \*

#### 3170. Tape Recording of Registered Persons by Certain Firms

#### (a) Definitions

- (1) through (2) No Change.
- (3) For purposes of this Rule, the term "disciplinary history" means a finding of a violation by a registered person in the past five years by the SEC, a self-regulatory organization, or a foreign financial regulatory authority of one or more of the following provisions (or comparable foreign provision) or rules or

regulations thereunder: violations of the types enumerated in Exchange Act Section 15(b)(4)(E); Exchange Act Section 15(c); Securities Act Section 17(a); SEA Rules 10b-5 and 15g-1 through 15g-9; NASD Rule 2110 (Standards of Commercial Honor and Principles of Trade) or FINRA Rule 2010 (Standards of Commercial Honor and Principles of Trade) (only if the finding of a violation of NASD Rule 2110 or FINRA Rule 2010 is for unauthorized trading, churning, conversion, material misrepresentations or omissions to a customer, frontrunning, trading ahead of research reports or excessive markups), FINRA Rule 5280 (Trading Ahead of Research Reports), NASD Rule 2120 (Use of Manipulative, Deceptive or Other Fraudulent Devices) or FINRA Rule 2020 (Use of Manipulative, Deceptive or Other Fraudulent Devices), NASD Rule 2310 (Recommendations to Customers (Suitability)) or FINRA Rule 2111 (Suitability), NASD Rule 2330 (Customers' Securities or Funds) or FINRA Rule 2150 (Improper Use of Customers' Securities or Funds; Prohibition Against Guarantees and Sharing in Accounts), NASD Rule 2440 or FINRA Rule 2121 (Fair Prices and Commissions), NASD Rule 3010 (Supervision) or FINRA Rule 3110 (Supervision) (failure to supervise only for both NASD Rule 3010 and FINRA Rule 3110), NASD Rule 3310 (Publication of Transactions and Quotations) or FINRA Rule 5210 (Publication of Transactions and Quotations), and NASD Rule 3330 (Payment Designed to Influence Market Prices, Other than Paid Advertising) or FINRA Rule 5230 (Payments Involving Publications that Influence the Market Price of a Security); and MSRB Rules G-19, G-30, and G-37(b) & (c).

- (4) through (5) No Change.
- (b) through (d) No Change.

\* \* \* \* \*

## 5000. SECURITIES OFFERING AND TRADING STANDARDS AND PRACTICES

\* \* \* \* \*

#### 5300. HANDLING OF CUSTOMER ORDERS

#### 5310. Best Execution and Interpositioning

- (a) through (d) No Change.
- (e) The obligations described in paragraphs (a) through (d) above exist not only where the member acts as agent for the account of its customer but also where transactions are executed as principal. Such obligations are distinct from the reasonableness of commission rates, markups or markdowns, which are governed by [NASD Rule 2440 and IM-2440] Rule 2121 and its Supplementary Material.
- • Supplementary Material: -----

.01 through .09 No Change.

\* \* \* \* \*

#### 6000. QUOTATION AND TRANSACTION REPORTING FACILITIES

\* \* \* \* \*

#### 6600. OTC REPORTING FACILITY

\* \* \* \* \*

# 6630. Applicability of FINRA Rules to Securities Previously Designated as PORTAL Securities

- (a) The following are specifically applicable to transactions and business activities relating to securities that, prior to October 26, 2009, had been designated by The Nasdaq Stock Market LLC for inclusion in the PORTAL Market ("PORTAL securities"):
  - (1) [NASD Rule 2440, and] FINRA Rules 0130, 0140, 2010, 2020, 2111, 2121, 2232, 2251, 2261, 2262, 2269, 5310, 8210;
    - (2) No Change.
  - (3) FINRA Rules 5210, 5220, <u>Supplementary Material to Rule 2121</u>, and NASD IM-2420-1[, IM-2440-1, and IM-2440-2].
  - (b) through (d) No Change.

\* \* \* \* \*

- (b) Upon implementation by FINRA of the proposed rule change, the corresponding NASD rule and Interpretive Materials will be eliminated from the current FINRA rulebook.
  - (c) Not applicable.

#### 2. <u>Procedures of the Self-Regulatory Organization</u>

The Chief Legal Officer of FINRA authorized the filing of the proposed rule change with the SEC pursuant to delegated authority. No other action by FINRA is necessary for the filing of the proposed rule change.

FINRA has filed the proposed rule change for immediate effectiveness.

### 3. <u>Self-Regulatory Organization's Statement of the Purpose of, and Statutory Basis for, the Proposed Rule Change</u>

#### (a) Purpose

As part of the process of developing a new consolidated rulebook ("Consolidated FINRA Rulebook"), FINRA is proposing to transfer NASD Rule 2440 (Fair Prices and Commissions) into the Consolidated FINRA Rulebook as FINRA Rule 2121. NASD Rule 2440 provides that, for securities transactions in both listed and unlisted securities, a member that buys for his own account from his customer, or sells for his own account to his customer, shall buy or sell at a price which is fair, taking into consideration all relevant circumstances, including market conditions with respect to such security at the time of the transaction, the expense involved, and the fact that he is entitled to a profit. Further, if the member acts as agent for his customer in any such transaction, that member shall not charge his customer more than a fair commission or service charge, taking into consideration all relevant circumstances, including market conditions with respect to such security at the time of the transaction, the expense of executing the order and the value of any service he may have rendered by reason of his experience in and

The current FINRA rulebook consists of: (1) FINRA Rules; (2) NASD Rules; and (3) rules incorporated from NYSE ("Incorporated NYSE Rules") (together, the NASD Rules and Incorporated NYSE Rules are referred to as the "Transitional Rulebook"). While the NASD Rules generally apply to all FINRA members, the Incorporated NYSE Rules apply only to those members of FINRA that are also members of the NYSE ("Dual Members"). The FINRA Rules apply to all FINRA members, unless such rules have a more limited application by their terms. For more information about the rulebook consolidation process, see Information Notice, March 12, 2008 (Rulebook Consolidation Process).

<sup>&</sup>lt;sup>4</sup> NASD Rule 2440.

knowledge of such security and the market therefor.<sup>5</sup> FINRA proposes to transfer this rule into the Consolidated FINRA Rulebook without any substantive changes.<sup>6</sup>

With NASD Rule 2440, FINRA also is proposing to transfer IM-2440-1 (Mark-Up Policy) and IM-2440-2 (Additional Mark-Up Policy For Transactions in Debt Securities, Except Municipal Securities) as Supplementary Material .01 and .02, respectively. IM-2440-1 provides additional guidance as to what may constitute a fair price or spread; IM-2440-2 provides additional guidance for mark-ups related to transactions in debt securities, except municipal securities. As with NASD Rule 2440, FINRA proposes to transfer these Interpretive Materials without any substantive changes.<sup>7</sup>

FINRA also is proposing to update references and cross-references within Supplementary Material .01. Specifically, FINRA is clarifying that the reference to "Association" in this Supplementary Material is to the National Association of Securities Dealers. FINRA also is updating the reference in this Supplementary Material to NASD Rule 2110, which is now FINRA Rule 2010. FINRA is also updating Supplementary

<sup>&</sup>lt;sup>5</sup> NASD Rule 2440.

FINRA previously has solicited comment on a proposal to move NASD Rule 2440 to the FINRA rules with substantive changes. See Regulatory Notice 11-08 (February 2011); see also Regulatory Notice 13-07 (January 2013). Given that these proposals raised complex issues and FINRA would like to proceed with the rulebook consolidation process expeditiously, FINRA is proposing in this rule change to move Rule 2440 and its Interpretive Materials to the FINRA rules without substantive changes, and will defer proposing any substantive changes to the rule to a future rule proposal.

In addition to transferring IM-2440-1 to Supplementary Material .01, FINRA is changing the description in IM-2440-1 of the adoption of the interpretation set forth in that provision to reflect the historical nature of that adoption.

Material .02 to change references to NASD to FINRA, to update the reference to NASD Rule 2320 to FINRA Rule 5310, and to update the reference to NASD IM-2310-3 to FINRA Rule 2111(b).

FINRA also proposes to update other FINRA rules as necessary to reflect the transfer of NASD Rule 2440 and its Interpretive Material to FINRA Rule 2121 and its Supplementary Material.

As noted in Item 2 of this filing, FINRA has filed the proposed rule change for immediate effectiveness.

#### (b) Statutory Basis

FINRA believes that the proposed rule change is consistent with the provisions of Section 15A(b)(6) of the Act,<sup>8</sup> which requires, among other things, that FINRA rules must be designed to prevent fraudulent and manipulative acts and practices, to promote just and equitable principles of trade, and, in general, to protect investors and the public interest. FINRA believes that this proposed rule change, which does not substantively change the rule, is consistent with the Act because it is being undertaken pursuant to the rulebook consolidation process, which is designed to provide additional clarity and regulatory efficiency to FINRA members by consolidating the applicable NASD, Incorporated NYSE, and FINRA rules into one rule set.

#### 4. <u>Self-Regulatory Organization's Statement on Burden on Competition</u>

FINRA does not believe that the proposed rule change will result in any burden on competition that is not necessary or appropriate in furtherance of the purposes of the

<sup>&</sup>lt;sup>8</sup> 15 U.S.C. 780-3(b)(6).

Act. As noted above, this proposal will not substantively change either the text or the application of the rule and its supporting material.

### 5. <u>Self-Regulatory Organization's Statement on Comments on the Proposed</u> Rule Change Received from Members, Participants, or Others

Written comments were neither solicited nor received with respect to this proposal to transfer NASD Rule 2440 and its supporting Interpretive Material into the Consolidated FINRA Rulebook without any substantive changes.<sup>9</sup>

#### **Extension of Time Period for Commission Action**

Not applicable.

## 7. <u>Basis for Summary Effectiveness Pursuant to Section 19(b)(3) or for Accelerated Effectiveness Pursuant to Section 19(b)(2) or Section 19(b)(7)(D)</u>

The proposed rule change is effective upon filing pursuant to Section 19(b)(3) of the Act<sup>10</sup> and paragraph (f)(6) of Rule 19b-4 thereunder,<sup>11</sup> in that, as noted previously, the proposed rule change does not significantly affect the protection of investors or the public interest; does not impose any significant burden on competition; and does not become operative for 30 days after filing or such shorter time as the Commission may designate.

In accordance with Rule 19b-4,<sup>12</sup> FINRA submitted written notice of its intent to file the proposed rule change, along with a brief description and text of the proposed rule

<sup>9</sup> But see note 6 supra.

<sup>&</sup>lt;sup>10</sup> 15 U.S.C. 78s(b)(3).

<sup>&</sup>lt;sup>11</sup> 17 CFR 240.19b-4(f)(6).

<sup>&</sup>lt;sup>12</sup> 17 CFR 240.19b-4.

change, at least five business days prior to the date of filing, or such shorter time as the Commission may designate, as specified in Rule 19b-4(f)(6)(iii) under the Act.<sup>13</sup>

## 8. <u>Proposed Rule Change Based on Rules of Another Self-Regulatory</u> <u>Organization or of the Commission</u>

Not applicable.

# 9. <u>Security-Based Swap Submissions Filed Pursuant to Section 3C of the Act</u> Not applicable.

### 10. Advance Notices Filed Pursuant to Section 806(e) of the Payment, Clearing and Settlement Supervision Act

Not applicable.

#### 11. Exhibits

Exhibit 1. Completed notice of proposed rule change for publication in the Federal Register.

<sup>&</sup>lt;sup>13</sup> 17 CFR 240.19b-4(f)(6)(iii).

#### EXHIBIT 1

SECURITIES AND EXCHANGE COMMISSION (Release No. 34- ; File No. SR-FINRA-2014-023)

Self-Regulatory Organizations; Financial Industry Regulatory Authority, Inc.; Notice of Filing and Immediate Effectiveness of a Proposed Rule Change to Adopt FINRA Rule 2121 (Fair Prices and Commissions), Supplementary Material .01 (Mark-Up Policy) and Supplementary Material .02 (Additional Mark-Up Policy For Transactions in Debt Securities, Except Municipal Securities) in the Consolidated FINRA Rulebook

Pursuant to Section 19(b)(1) of the Securities Exchange Act of 1934 ("Act")<sup>1</sup> and Rule 19b-4 thereunder,<sup>2</sup> notice is hereby given that on , Financial Industry Regulatory Authority, Inc. ("FINRA") filed with the Securities and Exchange Commission ("SEC" or "Commission") the proposed rule change as described in Items I, II, and III below, which Items have been prepared by FINRA. FINRA has designated the proposed rule change as constituting a "non-controversial" rule change under paragraph (f)(6) of Rule 19b-4 under the Act,<sup>3</sup> which renders the proposal effective upon receipt of this filing by the Commission. The Commission is publishing this notice to solicit comments on the proposed rule change from interested persons.

I. <u>Self-Regulatory Organization's Statement of the Terms of Substance of the Proposed Rule Change</u>

FINRA is proposing to adopt current NASD Rule 2440 and Interpretive Material ("IM") 2440-1 and IM-2440-2 as FINRA Rule 2121 (Fair Prices and Commissions),
Supplementary Material .01 (Mark-Up Policy) and Supplementary Material .02
(Additional Mark-Up Policy For Transactions in Debt Securities, Except Municipal

<sup>&</sup>lt;sup>1</sup> 15 U.S.C. 78s(b)(1).

<sup>&</sup>lt;sup>2</sup> 17 CFR 240.19b-4.

<sup>&</sup>lt;sup>3</sup> 17 CFR 240.19b-4(f)(6).

Securities) without any substantive changes. FINRA also proposes to update references and cross-references within Supplementary Material .01 and .02, and in other FINRA rules accordingly.<sup>4</sup>

Below is the text of the proposed rule change. Proposed new language is in italics; proposed deletions are in brackets.

\* \* \* \* \*

Text of Proposed New FINRA Rules (Marked to Show Changes from NASD Rule 2440, IM-2440-1 and IM-2440-2; NASD Rule 2440, IM-2440-1 and IM-2440-2 to be Deleted in their Entirety)

\* \* \* \* \*

#### 2000. DUTIES AND CONFLICTS

\* \* \* \* \*

#### 2100. TRANSACTIONS WITH CUSTOMERS

\* \* \* \* \*

2120. Commissions, Mark Ups and Charges

[2440.] 2121. Fair Prices and Commissions

No Change.

#### • • • Supplementary Material: -----

#### [IM-2440-1.] .01 Mark-Up Policy

The question of fair mark-ups or spreads is one which has been raised from the earliest days of the <u>National Association of Securities Dealers ("Association")</u>. No

The text of FINRA Rule 3170, which contains a cross-reference to NASD Rule 2440 that will be updated as part of this proposal, was approved by the SEC on December 23, 2013 (see Securities Exchange Act Release No. 71179 (December 23, 2013); 78 FR 79542 (December 30, 2013) (Order Approving SR-FINRA-2013-025). The effective date for this rule is December 1, 2014.

definitive answer can be given and no interpretation can be all-inclusive for the obvious reason that what might be considered fair in one transaction could be unfair in another transaction because of different circumstances. In 1943, the Association's Board adopted what has become known as the "5% Policy" to be applied to transactions executed for customers. It was based upon studies demonstrating that the large majority of customer transactions were effected at a mark-up of 5% or less. The Policy has been reviewed by the Board of Governors on numerous occasions and each time the Board has reaffirmed the philosophy expressed in 1943. Pursuant thereto, and in accordance with Article VII, Section 1(a)(ii) of the By-Laws, the Board [has] adopted the following interpretation.

[under Rule 2440.]

It shall be deemed a violation of Rule [2110] 2010 and Rule [2440] 2121 for a member to enter into any transaction with a customer in any security at any price not reasonably related to the current market price of the security or to charge a commission which is not reasonable.

(a) through (d) No Change.

\* \* \* \* \*

### [IM-2440-2.] <u>.02</u> Additional Mark-Up Policy For Transactions in Debt Securities, Except Municipal Securities<sup>1</sup>

#### (a) Scope

[(1) IM-2440-1] <u>Supplementary Material .01 to Rule 2121</u> applies to debt securities transactions, and this [IM-2440-2] <u>Supplementary Material .02</u> supplements the guidance provided in [IM-2440-1] <u>Supplementary Material .01</u>.

#### (b) Prevailing Market Price

- (1) A dealer that is acting in a principal capacity in a transaction with a customer and is charging a mark-up or mark-down must mark-up or mark-down the transaction from the prevailing market price. Presumptively for purposes of this [IM-2440-2] <u>Supplementary Material .02</u>, the prevailing market price for a debt security is established by referring to the dealer's contemporaneous cost as incurred, or contemporaneous proceeds as obtained, consistent with [NASD] FINRA pricing rules. (See, e.g., Rule [2320] 5310).
  - (2) through (6) No Change.
- (7) Finally, if information concerning the prevailing market price of the subject security cannot be obtained by applying any of the above factors, [NASD] <u>FINRA</u> or its members may consider as a factor in assessing the prevailing market price of a debt security the prices or yields derived from economic models (e.g., discounted cash flow models) that take into account measures such as credit quality, interest rates, industry sector, time to maturity, call provisions and any other embedded options, coupon rate, and face value; and consider all applicable pricing terms and conventions (e.g., coupon frequency and accrual methods). Such models currently may be in use by bond dealers or may be specifically developed by regulators for surveillance purposes.
  - (8) No Change.
- (9) "Customer," for purposes of Rule [2440] <u>2121</u>, [IM-2440-1] <u>Supplementary Material .01 to Rule 2121</u> and this [IM-2440-2] <u>Supplementary</u> <u>Material .02</u>, shall not include a qualified institutional buyer ("QIB") as defined in Rule 144A under the Securities Act of 1933 that is purchasing or selling a non-

investment grade debt security when the dealer has determined, after considering the factors set forth in [IM-2310-3] Rule 2111(b), that the QIB has the capacity to evaluate independently the investment risk and in fact is exercising independent judgment in deciding to enter into the transaction. For purposes of Rule [2440] 2121, [IM-2440-1] Supplementary Material .01 to Rule 2121 and this [IM-2440-2] Supplementary Material .02, "non-investment grade debt security" means a debt security that: (i) if rated by only one nationally recognized statistical rating organization ("NRSRO"), is rated lower than one of the four highest generic rating categories; (ii) if rated by more than one NRSRO, is rated lower than one of the four highest generic rating categories by any of the NRSROs; or (iii) if unrated, either was analyzed as a non-investment grade debt security by the dealer and the dealer retains credit evaluation documentation and demonstrates to [NASD] FINRA (using credit evaluation or other demonstrable criteria) that the credit quality of the security is, in fact, equivalent to a non-investment grade debt security, or was initially offered and sold and continues to be offered and sold pursuant to an exemption from registration under the Securities Act of 1933.

#### (c) "Similar" Securities

- (1) No Change.
- (2) The degree to which a security is "similar," as that term is used in this [IM-2440-2] <u>Supplementary Material .02</u>, to the subject security may be determined by factors that include but are not limited to the following:
  - (A) through (D) No Change.
  - (3) No Change.

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No Change.

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## 3000. SUPERVISION AND RESPONSIBILITIES RELATING TO ASSOCIATED PERSONS

#### 3100. SUPERVISORY RESPONSIBILITIES

\* \* \* \* \*

#### 3170. Tape Recording of Registered Persons by Certain Firms

#### (a) Definitions

- (1) through (2) No Change.
- (3) For purposes of this Rule, the term "disciplinary history" means a finding of a violation by a registered person in the past five years by the SEC, a self-regulatory organization, or a foreign financial regulatory authority of one or more of the following provisions (or comparable foreign provision) or rules or regulations thereunder: violations of the types enumerated in Exchange Act Section 15(b)(4)(E); Exchange Act Section 15(c); Securities Act Section 17(a); SEA Rules 10b-5 and 15g-1 through 15g-9; NASD Rule 2110 (Standards of Commercial Honor and Principles of Trade) or FINRA Rule 2010 (Standards of Commercial Honor and Principles of Trade) (only if the finding of a violation of NASD Rule 2110 or FINRA Rule 2010 is for unauthorized trading, churning, conversion, material misrepresentations or omissions to a customer, frontrunning, trading ahead of research reports or excessive markups), FINRA Rule 5280 (Trading Ahead of Research Reports), NASD Rule 2120 (Use of Manipulative,

Deceptive or Other Fraudulent Devices) or FINRA Rule 2020 (Use of Manipulative, Deceptive or Other Fraudulent Devices), NASD Rule 2310 (Recommendations to Customers (Suitability)) or FINRA Rule 2111 (Suitability), NASD Rule 2330 (Customers' Securities or Funds) or FINRA Rule 2150 (Improper Use of Customers' Securities or Funds; Prohibition Against Guarantees and Sharing in Accounts), NASD Rule 2440 or FINRA Rule 2121 (Fair Prices and Commissions), NASD Rule 3010 (Supervision) or FINRA Rule 3110 (Supervision) (failure to supervise only for both NASD Rule 3010 and FINRA Rule 3110), NASD Rule 3310 (Publication of Transactions and Quotations) or FINRA Rule 5210 (Publication of Transactions and Quotations), and NASD Rule 3330 (Payment Designed to Influence Market Prices, Other than Paid Advertising) or FINRA Rule 5230 (Payments Involving Publications that Influence the Market Price of a Security); and MSRB Rules G-19, G-30, and G-37(b) & (c).

- (4) through (5) No Change.
- (b) through (d) No Change.

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# 5000. SECURITIES OFFERING AND TRADING STANDARDS AND PRACTICES

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#### 5300. HANDLING OF CUSTOMER ORDERS

#### 5310. Best Execution and Interpositioning

(a) through (d) No Change.

- (e) The obligations described in paragraphs (a) through (d) above exist not only where the member acts as agent for the account of its customer but also where transactions are executed as principal. Such obligations are distinct from the reasonableness of commission rates, markups or markdowns, which are governed by [NASD Rule 2440 and IM-2440] Rule 2121 and its Supplementary Material.
- • Supplementary Material: -----

.01 through .09 No Change.

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#### 6000. QUOTATION AND TRANSACTION REPORTING FACILITIES

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#### 6600. OTC REPORTING FACILITY

\* \* \* \* \*

# 6630. Applicability of FINRA Rules to Securities Previously Designated as PORTAL Securities

- (a) The following are specifically applicable to transactions and business activities relating to securities that, prior to October 26, 2009, had been designated by The Nasdaq Stock Market LLC for inclusion in the PORTAL Market ("PORTAL securities"):
  - (1) [NASD Rule 2440, and] FINRA Rules 0130, 0140, 2010, 2020, 2111, 2121, 2232, 2251, 2261, 2262, 2269, 5310, 8210;
    - (2) No Change.
  - (3) FINRA Rules 5210, 5220, <u>Supplementary Material to Rule 2121</u>, and NASD IM-2420-1[, IM-2440-1, and IM-2440-2].

(b) through (d) No Change.

\* \* \* \* \*

### II. <u>Self-Regulatory Organization's Statement of the Purpose of, and Statutory Basis</u> for, the Proposed Rule Change

In its filing with the Commission, FINRA included statements concerning the purpose of and basis for the proposed rule change and discussed any comments it received on the proposed rule change. The text of these statements may be examined at the places specified in Item IV below. FINRA has prepared summaries, set forth in sections A, B, and C below, of the most significant aspects of such statements.

- A. <u>Self-Regulatory Organization's Statement of the Purpose of, and Statutory</u>
  <u>Basis for, the Proposed Rule Change</u>
- 1. Purpose

As part of the process of developing a new consolidated rulebook ("Consolidated FINRA Rulebook"), <sup>5</sup> FINRA is proposing to transfer NASD Rule 2440 (Fair Prices and Commissions) into the Consolidated FINRA Rulebook as FINRA Rule 2121. NASD Rule 2440 provides that, for securities transactions in both listed and unlisted securities, a member that buys for his own account from his customer, or sells for his own account to his customer, shall buy or sell at a price which is fair, taking into consideration all relevant circumstances, including market conditions with respect to such security at the

The current FINRA rulebook consists of: (1) FINRA Rules; (2) NASD Rules; and (3) rules incorporated from NYSE ("Incorporated NYSE Rules") (together, the NASD Rules and Incorporated NYSE Rules are referred to as the "Transitional Rulebook"). While the NASD Rules generally apply to all FINRA members, the Incorporated NYSE Rules apply only to those members of FINRA that are also members of the NYSE ("Dual Members"). The FINRA Rules apply to all FINRA members, unless such rules have a more limited application by their terms. For more information about the rulebook consolidation process, see Information Notice, March 12, 2008 (Rulebook Consolidation Process).

time of the transaction, the expense involved, and the fact that he is entitled to a profit.<sup>6</sup> Further, if the member acts as agent for his customer in any such transaction, that member shall not charge his customer more than a fair commission or service charge, taking into consideration all relevant circumstances, including market conditions with respect to such security at the time of the transaction, the expense of executing the order and the value of any service he may have rendered by reason of his experience in and knowledge of such security and the market therefor.<sup>7</sup> FINRA proposes to transfer this rule into the Consolidated FINRA Rulebook without any substantive changes.<sup>8</sup>

With NASD Rule 2440, FINRA also is proposing to transfer IM-2440-1 (Mark-Up Policy) and IM-2440-2 (Additional Mark-Up Policy For Transactions in Debt Securities, Except Municipal Securities) as Supplementary Material .01 and .02, respectively. IM-2440-1 provides additional guidance as to what may constitute a fair price or spread; IM-2440-2 provides additional guidance for mark-ups related to transactions in debt securities, except municipal securities. As with NASD Rule 2440,

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NASD Rule 2440.

<sup>&</sup>lt;sup>7</sup> NASD Rule 2440.

FINRA previously has solicited comment on a proposal to move NASD Rule 2440 to the FINRA rules with substantive changes. See Regulatory Notice 11-08 (February 2011); see also Regulatory Notice 13-07 (January 2013). Given that these proposals raised complex issues and FINRA would like to proceed with the rulebook consolidation process expeditiously, FINRA is proposing in this rule change to move Rule 2440 and its Interpretive Materials to the FINRA rules without substantive changes, and will defer proposing any substantive changes to the rule to a future rule proposal.

FINRA proposes to transfer these Interpretive Materials without any substantive changes.<sup>9</sup>

FINRA also is proposing to update references and cross-references within Supplementary Material .01. Specifically, FINRA is clarifying that the reference to "Association" in this Supplementary Material is to the National Association of Securities Dealers. FINRA also is updating the reference in this Supplementary Material to NASD Rule 2110, which is now FINRA Rule 2010. FINRA is also updating Supplementary Material .02 to change references to NASD to FINRA, to update the reference to NASD Rule 2320 to FINRA Rule 5310, and to update the reference to NASD IM-2310-3 to FINRA Rule 2111(b).

FINRA also proposes to update other FINRA rules as necessary to reflect the transfer of NASD Rule 2440 and its Interpretive Material to FINRA Rule 2121 and its Supplementary Material.

FINRA has filed the proposed rule change for immediate effectiveness.

#### 2. Statutory Basis

FINRA believes that the proposed rule change is consistent with the provisions of Section 15A(b)(6) of the Act,<sup>10</sup> which requires, among other things, that FINRA rules must be designed to prevent fraudulent and manipulative acts and practices, to promote just and equitable principles of trade, and, in general, to protect investors and the public interest. FINRA believes that this proposed rule change, which does not substantively

In addition to transferring IM-2440-1 to Supplementary Material .01, FINRA is changing the description in IM-2440-1 of the adoption of the interpretation set forth in that provision to reflect the historical nature of that adoption.

<sup>&</sup>lt;sup>10</sup> 15 U.S.C. 78<u>o</u>-3(b)(6).

change the rule, is consistent with the Act because it is being undertaken pursuant to the rulebook consolidation process, which is designed to provide additional clarity and regulatory efficiency to FINRA members by consolidating the applicable NASD, Incorporated NYSE, and FINRA rules into one rule set.

#### B. <u>Self-Regulatory Organization's Statement on Burden on Competition</u>

FINRA does not believe that the proposed rule change will result in any burden on competition that is not necessary or appropriate in furtherance of the purposes of the Act. As noted above, this proposal will not substantively change either the text or the application of the rule and its supporting material.

C. <u>Self-Regulatory Organization's Statement on Comments on the Proposed</u> <u>Rule Change Received from Members, Participants, or Others</u>

Written comments were neither solicited nor received with respect to this proposal to transfer NASD Rule 2440 and its supporting Interpretive Material into the Consolidated FINRA Rulebook without any substantive changes.<sup>11</sup>

### III. <u>Date of Effectiveness of the Proposed Rule Change and Timing for Commission Action</u>

Because the foregoing proposed rule change does not: (i) significantly affect the protection of investors or the public interest; (ii) impose any significant burden on competition; and (iii) become operative for 30 days from the date on which it was filed, or such shorter time as the Commission may designate, it has become effective pursuant to Section 19(b)(3)(A) of the Act<sup>12</sup> and Rule 19b-4(f)(6) thereunder.<sup>13</sup>

But see note 8 supra.

<sup>15</sup> U.S.C. 78s(b)(3)(A).

<sup>&</sup>lt;sup>13</sup> 17 CFR 240.19b-4(f)(6).

At any time within 60 days of the filing of the proposed rule change, the Commission summarily may temporarily suspend such rule change if it appears to the Commission that such action is necessary or appropriate in the public interest, for the protection of investors, or otherwise in furtherance of the purposes of the Act. If the Commission takes such action, the Commission shall institute proceedings to determine whether the proposed rule should be approved or disapproved.

#### IV. Solicitation of Comments

Interested persons are invited to submit written data, views and arguments concerning the foregoing, including whether the proposed rule change is consistent with the Act. Comments may be submitted by any of the following methods:

#### **Electronic Comments:**

- Use the Commission's Internet comment form (<u>http://www.sec.gov/rules/sro.shtml</u>); or
- Send an e-mail to <u>rule-comments@sec.gov</u>. Please include File Number
   SR-FINRA-2014-023 on the subject line.

#### Paper Comments:

Send paper comments in triplicate to Secretary, Securities and Exchange
 Commission, 100 F Street, NE, Washington, DC 20549-1090.

All submissions should refer to File Number SR-FINRA-2014-023. This file number should be included on the subject line if e-mail is used. To help the Commission process and review your comments more efficiently, please use only one method. The Commission will post all comments on the Commission's Internet website (<a href="http://www.sec.gov/rules/sro.shtml">http://www.sec.gov/rules/sro.shtml</a>). Copies of the submission, all subsequent

amendments, all written statements with respect to the proposed rule change that are filed with the Commission, and all written communications relating to the proposed rule change between the Commission and any person, other than those that may be withheld from the public in accordance with the provisions of 5 U.S.C. 552, will be available for website viewing and printing in the Commission's Public Reference Room, 100 F Street, NE, Washington, DC 20549, on official business days between the hours of 10 a.m. and 3 p.m. Copies of such filing also will be available for inspection and copying at the principal office of FINRA. All comments received will be posted without change; the Commission does not edit personal identifying information from submissions. You should submit only information that you wish to make available publicly. All submissions should refer to File Number SR-FINRA-2014-023 and should be submitted on or before [insert date 21 days from publication in the Federal Register].

For the Commission, by the Division of Trading and Markets, pursuant to delegated authority. <sup>14</sup>

Secretary

<sup>14</sup>